288080 NO-2019-34.C

# Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of	)	
	)	
Section 63.71 Application of AT&T	)	WC Docket No
Services, Inc. For Authority Pursuant to	)	
Section 214 of The Communications Act of	)	
1934, As Amended, to Discontinue The	)	
Provision of Certain Packet-Based And	)	RECEIVED
Wavelength Business Services as Common	)	The second secon
Carriage Services and to Instead Offer	)	OCT 24 <b>2019</b>
Those Services as Private Carriage Services	)	001 8 2 2010
		PSC SC
		PSC SC MAIL / DMS

# SECTION 63.71 APPLICATION OF AT&T FOR DISCONTINUANCE AND RECLASSIFICATION AS PRIVATE CARRIAGE

AT&T Services, Inc., on behalf of its affiliates, AT&T Corp., TC Systems, Inc., Teleport Communications America, LLC, BellSouth Telecommunications, LLC, d/b/a AT&T Alabama, AT&T Florida, AT&T Georgia, AT&T Kentucky, AT&T Louisiana, AT&T Mississippi, AT&T North Carolina, AT&T South Carolina, and AT&T Tennessee; Illinois Bell Telephone Company, LLC, d/b/a AT&T Illinois; Indiana Bell Telephone Company, Incorporated d/b/a AT&T Indiana; Michigan Bell Telephone Company, d/b/a AT&T Michigan; Nevada Bell Telephone Company, d/b/a AT&T Nevada; Pacific Bell Telephone Company, d/b/a AT&T California; Southwestern Bell Telephone Company, d/b/a AT&T Arkansas, AT&T Kansas, AT&T Missouri, AT&T Oklahoma, and AT&T Texas; The Ohio Bell Telephone Company, d/b/a AT&T Ohio; and Wisconsin Bell, Inc., d/b/a AT&T Wisconsin, (collectively referred to herein as "AT&T") applies for authority under Section 214(a) of the Communications Act, as amended ("the Act"), 47 U.S.C. § 214, and Section 63.71 of the Federal Communications Commission's ("Commission") rules, 47 C.F.R. § 63.71, to discontinue offering interstate AT&T Dedicated Ethernet, Ethernet Private Line

Service-Wide Area Network, AT&T Ultravailable Network, and AT&T Switched Ethernet ("the Affected Services") on a nationwide common carrier basis and to reclassify those services as private carriage.

As required by Section 63.71 of the Commission's rules, AT&T provides the following information:

#### Name and Address of Carriers:

AT&T Corp.

TC Systems, Inc.

Teleport Communications America, LLC

BellSouth Telecommunications, LLC

Illinois Bell Telephone Company, LLC

Indiana Bell Telephone Company, Incorporated

Michigan Bell Telephone Company

Pacific Bell Telephone Company

Nevada Bell Telephone Company

Southwestern Bell Telephone Company

The Ohio Bell Telephone Company

Wisconsin Bell, Inc.

#### The address for purposes of this application is:

208 South Akard Street Dallas, TX 75202

### **Date of Planned Service Discontinuance:**

Effective upon regulatory approval, AT&T will no longer offer the Affected Services on a common carriage basis. Current customers subscribing to these services would retain their existing

services, as AT&T will honor all existing contracts. By this application, AT&T does not seek authority to cease offering the services, but merely to discontinue offering these services on a common carriage basis and to instead offer them on a private carriage basis.

## Points of Geographic Areas of Service Affected:

ASE is available in Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Illinois, Indiana, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Utah, Virginia, Washington, and Wisconsin. ADE and UVN are available in the contiguous United States and the District of Columbia. EPLS-WAN is available in all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands.

# **Brief Description of Type of Service Affected:**

AT&T Dedicated Ethernet ("ADE"). ADE permits business, government, and educational entities to connect two locations with dedicated and physically separate fiber facilities. ADE supports both Ethernet and Optical Transport Network technologies and is available within AT&T's ILEC footprint or where AT&T has extended its own fiber facilities outside its ILEC footprint using its CLEC facilities. It is available in bandwidths up to 100 Gbps.

Ethernet Private Line Service – Wide Area Network ("EPLS-WAN"). EPLS-WAN is a dedicated connection used by business, government, and educational entities to connect locations in different cities. It provides a dedicated connection from each customer location to an AT&T Point of Presence ("POP"), which is then connected via a long-distance connection to another AT&T POP. It is available in bandwidths up to 100 Gbps. This service is used for long distance data transport.

AT&T Ultravailable Network ("UVN"). UVN is a dedicated connection used by business, government, and educational entities. It is a fully managed, high speed, Ethernet and optical transport network service and private network solution that provides high levels of availability, reliability, and security. It is available in bandwidths up to 100 Gbps. It can provide highly reliable dedicated connections among customer sites, and between customer sites and AT&T POPs.

AT&T Switched Ethernet ("ASE"). ASE is a switched service used by business, government, and educational entities to connect two or more locations using Ethernet networking technology. ASE service connects each customer location to an Ethernet switch in an AT&T office, and AT&T's network manages the routing of traffic to and from the connected locations. ASE provides scalable duplex bandwidth up to 100 Gbps. The attached Declaration of James Daugherty (Attachment C) contains additional information about each of the Affected Services.

As explained in the accompanying Statement in Support of this Application<sup>1</sup> and in the Declaration of James Daugherty,<sup>2</sup> AT&T is seeking reclassification of the Affected Services as private carriage to obtain regulatory parity with its competitors. Many cable companies and CLECs that provide services in competition with the Affected Services do so on a private carriage basis, and thus have greater flexibility to make competitive offers free of Title II restrictions. Reclassification of the Affected Services as private carriage would give AT&T the same regulatory flexibility to meet or beat those competitive offers, which will promote competition and benefit customers. The public convenience and necessity will not be adversely affected by the reclassification of these services, because AT&T will honor all existing contracts, customers are being given significant notice of these changes, and the reclassification of these services to private carriage will enhance competition.

<sup>&</sup>lt;sup>1</sup> See Attachment B.

<sup>&</sup>lt;sup>2</sup> See Attachment C.

# Brief Description of the Dates and Methods of Notice to All Affected Customers:

Customer notices were sent on October 16, 2019, and October 18, 2019.<sup>3</sup> Copies of this Application are being sent, first class U.S. Mail, to the public utility commissions, governors, federally recognized tribes (if any) in the affected states, and to the Special Assistant for Telecommunications to the Secretary of Defense, as required by Section 63.71(a) of the Commission's rules.<sup>4</sup>

### **Regulatory Classification of Carrier:**

AT&T offers the Affected Services pursuant to nondominant carrier regulation.

Questions about this application may be addressed to Joshua Woodbridge, AT&T Services, Inc., Director - Federal Regulatory, 1120 20th Street N.W., Suite 1000, Washington, D.C. 20036, (202) 457-2139.

#### Conclusion:

As discussed above, the public convenience and necessity will not be adversely affected by the discontinuance and reclassification of the Affected Services as private carriage. AT&T respectfully requests the Commission approve this Section 63.71 Application to discontinue and reclassify these services as private carriage.

<sup>&</sup>lt;sup>3</sup> See Attachment A.

<sup>&</sup>lt;sup>4</sup> Section 63.71(a) directs applicants to submit a copy of the application to the Secretary of Defense, Special Assistant for Telecommunications. However, due to restructuring within the Department of Defense, that position no longer exists. Commission staff has advised that a copy of the application be sent instead to the Department of Defense Chief Information Officer.

# Respectfully submitted,

By: /s/Terri L. Hoskins

James P. Young Christopher T. Shenk Sidley Austin LLP 1501 K Street, N.W. Washington, D.C. 20005 Tel. (202) 736-8600 Terri L. Hoskins Keith M. Krom Gary L. Phillips David L. Lawson AT&T Services Inc. 1120 20th Street, N.W. Washington, D.C. 20036 Tel. (202) 457-3047

Attorneys for AT&T

October 21, 2019

# **CERTIFICATE OF SERVICE**

I, Miriam Carroll, certify that I have, on October 21, 2019, served a copy of the foregoing Section 63.71 Application of AT&T For Discontinuance and Reclassification as Private Carriage to the following addresses:

/s/ Miriam Carroll
Miriam Carroll

Alabama Public Service Commission 100 N. Union Street Suite 850 Montgomery, AL 36130

Office of the Governor State Capitol 600 Dexter Avenue Montgomery, AL 36130

Arizona Corporation Commission Commissioners Wing 1200 West Washington Phoenix, AZ 85007-2996

Office of the Governor 1 700 West Washington Phoenix, Arizona 85007

Arkansas Public Service Commission P.O Box 400 Little Rock, AR 72203-0400

Governor's Office 500 Woodlane Street, Suite 250 Little Rock, Arkansas 72201

Office of the Governor Governor's Office State Capitol Sacramento, CA 95814

Michael J. Picker President, California Public Utilities Commission 505 Van Ness Avenue San Francisco, CA 94102 Colorado Public Utilities Commission 1560 Broadway Suite 250 Denver, CO 80202

Office of the Governor 136 State Capitol Denver, CO 80203-1792

Office of the Governor State Capitol 210 Capitol Avenue Hartford, Connecticut 06106

Public Utilities Regulatory Authority Department of Energy and Environmental Protection Ten Franklin Square New Britain, CT 06051

Delaware Public Service Commission 861 Silver Lake Boulevard Cannon Building, Suite 1000 Dover, DE 19904

Office of the Governor -Dover 150 Martin Luther King Jr. Blvd. South 2nd Floor Dover, DE 19901

District of Columbia Public Service Commission 1325 G Street NW Suite 800 Washington, DC 20005

Office of the Mayor John A. Wilson Building 1350 Pennsylvania Ave, NW Washington, DC 20004

Florida Public Service Commission 2540 Shumard Oak Blvd. Tallahassee, FL 32399-0850 Office of the Governor The Capitol Tallahassee, FL 32399-0001

Office of the Governor Georgia State Capitol Atlanta, GA 30334

Georgia Public Service Commission 244 Washington Street, SW Atlanta, GA 30334

Idaho Public Utilities Commission 472 W. Washington Street Boise, ID 83720-0074

Office of the Governor P.O. Box 83720 Boise, Idaho 83720

Office of the Governor 207 State House Springfield, Illinois 62706

Illinois Commerce Commission 527 East Capitol Ave Springfield, IL 62701

Office of the Governor Statehouse Indianapolis, Indiana 46204

Indiana Utility Regulatory Commission PNC Center 101 West Washington Street Suite 1500 East Indianapolis, IN 46204

Office of the Governor & Lt. Governor State Capitol 1007 East Grand Ave. Des Moines, IA 50319 Iowa Utilities Board 1375 E. Court Ave Room 69 Des Moines, IA 50319

Office of the Governor Capitol, 300 SW 10th Ave., Ste. 241s Topeka, Kansas 666 12- 1590

Kansas Corporation Commission Commissioners, Utilities Division, Motor Carriers, Pipeline Safety and Energy 1500 SW Arrowhead Road Topeka, KS 66604-4027

Office of the Governor 700 Capital Avenue Suite 100 Frankfort, KY 40601

Kentucky Public Service Commission 211 Sower Boulevard Frankfort, KY 40601

Louisiana Public Service Commission Galvez Building, 12th Floor 602 North Fifth Street P.O. Box 91154 Baton Rouge, LA 70821

Office of the Governor P.O. Box 94004 Baton Rouge, LA 70804-9004

Office of the Governor Room 280 Boston, MA 02133

Office of Consumer Affairs and Business Regulation 10 Park Plaza, Suite 5170 Boston, MA 02116 Office of the Governor State House, 100 State Circle Annapolis, MD 21401

Maryland Public Service Commission William D. Schaefer Tower 6 St. Paul Street, 16th Fl Baltimore, MD 21202

Office of the Governor 1 State House Station Augusta, ME 04333-0001

Maine Public Utilities Commission State House Station 18 Augusta, ME 04333

Michigan Public Service Commission P.O. Box 30221 Lansing, MI 48909

Office of the Governor P.O. Box 30013 Lansing, Michigan 48909

Minnesota Public Utilities Commission 121 7th Place East Suite 350 Saint Paul, MN 55101

Office of the Governor 130 State Capitol 75 Rev. Dr. Martin Luther King Jr. Blvd. Saint Paul, MN 55155

Office of the Governor P.O. Box 139 Jackson, MS 39205 Mississippi Public Utilities Commission Woolfolk Building 501 North West Street Jackson, MS 39201

Missouri Public Service
Commission Public
Information Office Governor
Office Building
200 Madison Street PO Box
360
Jefferson City, MO 651020360

Office of the Governor Room 216, State Capitol Building Jefferson City, Missouri 65 101

Office of the Governor Montana State Capitol Bldg. P.O. Box 200801 Helena, MT 59620

Public Service Commission 1701 Prospect Avenue P.O. Box 202601 Helena, MT 59620

Nebraska Public Service Commission 1200 N Street, Suite 300 Lincoln, NE 68508

Office of the Governor P.O. Box 94848 Lincoln, NE 68509-4848

Office of the Governor State Capitol 101 N. Carson Street Carson City, NV 89701 Public Utilities Commission of Nevada 1150 E. William Street Carson City, NV 89701

New Hampshire Public Utilities Commission 21 South Fruit Street, Suite 10 Concord, NH 03301-2429

Office of the Governor State House 25 Capitol Street Concord, NH 03301

Office of the Governor PO Box 001 Trenton, NJ 08625

New Jersey Board of Public Utilities 44 S. Clinton Avenue Trenton, NJ 08625

New Mexico Public Regulation Commission 1120 Pasco De Peralta P.O. Box 1269 Santa Fe, NM 87501

Office of the Governor 490 Old Santa Fe Trail Room 400 Santa Fe, NM 87501

Office of the Governor State Capitol Albany, NY 12224

New York State Public Service Commission Empire State Plaza Agency Building 3 Albany, NY 12223-1350 North Carolina Utilities Commission 430 North Salisbury Street Dobbs Building Raleigh, NC 27603-5918

Office of the Governor 20301 Mail Service Center Raleigh, NC 27699-0301

North Dakota Public Service Commission 600 E. Boulevard, Dept. 408 Bismarck, ND 58505

Office of the Governor Dept. 101 600 E. Boulevard Ave. Bismarck, ND 58505

Office of the Governor 30th Floor 77 South High Street Columbus, Ohio 43215-6108

Public Utilities Commission of Ohio 180 East Broad Street Columbus, Ohio 43215

Oklahoma Corporation Commission P.O. Box 52000 Oklahoma City, OK 73152-2000

Office of the Governor State Capitol Building 2300 N. Lincoln Blvd., Room 212 Oklahoma City, Oklahoma 73105

Office of the Governor 160 State Capitol 900 Court Street Salem, Oregon 97301-4047 Public Utility Commission of Oregon 550 Capitol St NE #215 PO Box 2148 Salem OR 97308-2148

Office of the Governor 508 Main Capitol Building Harrisburg, PA 17120

Pennsylvania Public Utility Commission PO Box 3265 Harrisburg, PA 17105-3265

Rhode Island Public Utilities Commission 89 Jefferson Boulevard Warwick, RI 02888

Office of the Governor State House, Room 115 Providence, RI 02903

Public Service Commission of South Carolina, 101 Executive Center Dr., Suite 100 Columbia, SC 29210

Office of the Governor 1205 Pendleton Street Columbia, SC 29201

Public Utilities Commission Capitol Building, 1st floor 500 East Capitol Avenue Pierre, SD 57501-5070

Office of the Governor 500 E. Capitol Ave. Pierre, SD 57501

Governor's Office Tennessee State Capitol Nashville, TN 37243-0001 Tennessee Regulatory Authority 502 Deaderick Street Nashville, TN 37243

Public Utility Commission of Texas 1701 N. Congress Avenue PO Box 13326 Austin, TX 78711-3326

Office of the Governor P.O. Box 12428 Austin, Texas 78711 -2428

Office of the Governor 109 State Street, Pavilion Montpelier, VT 05609-0101

Vermont Public Service Board 112 State Street (Chittenden Bank Building) 4th floor Montpelier, VT 05620-2701

Virginia State Corporation Commission Tyler Building, 1300 E. Main Street Richmond, Virginia 23219

Office of the Governor Patrick Henry Building, 3rd Floor 1111 East Broad Street Richmond, Virginia 23219

Office of the Governor PO Box 40002 Olympia, WA 98504-0002

Washington Utilities and Transportation Commission PO Box 47250 Olympia, WA 98504-7250 Office of the Governor 1900 Kanawha Blvd, East Charleston, WV 25305

West Virginia Public Service Commission 201 Brooks Street Charleston, WV 25301

Wyoming Public Service Commission Hansen Building 215 Warren Avenue Suite 300 Cheyenne, WY82002

Office of the Governor Governor's Office State Capitol, 200 West 24th Street Cheyenne, WY 82002-0010

Public Service Commission of Wisconsin 610 North Whitney Way. P.O Box 7854 Madison, Wisconsin 53707-7854

Office of the Governor Madison Office P.O. Box 7863 Madison, WI 53707

Department of Defense Chief Information Officer Attn: Military Assistant/Mobility Team The Pentagon Washington, D.C. 20301

Utah Division of Public Utilities Box 146751 Salt Lake City, UT 84114-6751 Office of the Governor State Capitol Complex East Office Building, Suite E220 PO Box 142220 Salt Lake City, Utah 84114-2220

Hawaii Public Utilities Commission 465 South King Street, Room 103 Honolulu, Hawaii 96813

Office of the Governor Governor, State of Hawaii Executive Chambers State Capitol Honolulu, Hawaii 96813

Regulatory Commission of Alaska 701 West 8th Avenue Suite 300 Anchorage, AK 99501-3469

Office of the Governor Governor of Alaska P.O. Box 110001 Juneau, AK 99811-0001

Puerto Rico Telecommunications Regulatory Board 500 Ave. Roberto H. Todd (Pda. 1.8-Santurce) San Juan, PR 00907-3981

Governor of Puerto Rico Calle La Fortaleza San Juan, PR 00901

Virgin Islands Public Service Commission Barbel Plaza No. 8 Estate Ross, Charlotte Amalie P.O. Box 40 St. Thomas, USVI 00804 Governor of U.S. Virgin Islands St. Thomas & Water Island 21-22 Kongens Gade Charlotte Amalie St. Thomas, Virgin Islands 00802 Agdaagux Tribe of King Cove Chairman P.O. Box 249, King Cove, AK, 99612,

Akiachak Native Community Chairman P.O. Box 51070, Akiachak, AK, 99551-0070

Algaaciq Native Village (St. Mary's)
Chairman
P.O. Box 48,
St. Mary's, AK, 99658,

Alatna Village Chairman P.O. Box 70, #7 Oscar Way, Allakaket, AK, 99720,

Alutiiq Tribe of Old Harbor Chairman P.O. Box 62, Old Harbor, AK, 99643

Allakaket Village Chairman P.O. Box 50, Allakaket, AK, 99720

Asa'carsarmiut Tribe Chairman P.O. Box 32249, Mountain Village, AK, 99632

Atqasuk Village Chairman P.O. Box 91108, 419 Shugluk Street, Atqasuk, AK, 99791

Beaver Village Chairman P.O. Box 24029, Beaver, AK, 99724 Birch Creek Tribe Chairman P.O. Box 73505, Fairbanks, AK, 99707

Central Council of the Tlingit & Haida Indian Tribes of Alaska Chairman 9097 Glacier Hwy, Juneau, AK, 99801

Curyung Tribal Council Chairman P.O. Box 216, Dillingham, AK, 99576

Cheesh-Na Tribe Chairman P.O. Box 241, Gakona, AK, 99586

Egegik Village Chairman P.O. Box 29, Egegik, AK, 99579

Chickaloon Native Village Chairman P.O. Box 1105, Chickaloon, AK, 99674-1105

Emmonak Village Chairman 126 Frontage Road, Emmonak, AK, 99581

Chilkoot Indian Association Chairman P.O. Box 490, Haines, AK, 99827-0490

Healy Lake Village Chairman PO Box 60302, Fairbanks, AK, 99706 Chuloonawick Native Village Chairman P.O. Box 245, 245 Kwiguk Street, Emmonak, AK, 99581-0245,

Hoonah Indian Association Chairman P.O. Box 602, Hoonah, AK, 99829-0602

Craig Tribal Association Chairman PP.O. Box 828, Craig, AK, 99921

Huslia Village Chairman P.O. Box 70, Huslia, AK, 99746

Northwestern Band of Shoshone Nation Chairman 707 North Main Street, Brigham City, UT, 84302-1449

Northwestern Band of Shoshone Nation Chairman 707 North Main Street, Brigham City, UT, 84302-1449

Northwestern Band of Shoshone Nation Chairman 707 North Main Street, Brigham City, UT, 84302-1449

Douglas Indian Association Chairman 811 W. 12th Street, Juneau, AK, 99801 Igiugig Village Chairman P.O. Box 4008, Igiugig, AK, 99613

Eklutna Native Village Chairman 26339 Eklutna Village Road, Chugiak, AK, 99567-6339

Iqurmuit Traditional Council P.O. Box 09, #9 Ayak Loop, Russian Mission, AK, 99657

Evansville Village Chairman P.O. Box 26087, Bettles Field, AK, 99726

Kasigluk Traditional Elders Council P.O. Box 19, 19 Tangerpagcaraq Road Kasigluk, AK, 99609-0019

Gulkana Village Chairman P.O. Box 254, Gulkana, AK, 99586

Ketchikan Indian Corporation 2960 Tongass Avenue, Ketchikan, AK, 99901

Holy Cross Tribe Chairman P.O. Box 89, Holy Cross, AK, 99602

King Salmon Tribe P.O. Box 68, King Salmon, AK, 99613-0068

Hughes Village Chairman P.O. Box 45029, Hughes, AK, 99745 Knik Tribe P.O. Box 871565, Wasilla, AK, 99687-1565

Hydaburg Cooperative Association Chairman P.O. Box 349, Hydaburg, AK, 99922

Koyukuk Native Village P.O. Box 109, Koyukuk, AK, 99754

Inupiat Community of the Arctic Slope Chairman P.O. Box 934, 6986 Ahmaogak St., Barrow, AK, 99723

Manokotak Village P.O. Box 169, Manokotak, AK, 99628

Ivanof Bay Tribe 6407 Brayton Drive, Suite 201, Anchorage, AK, 99507

Mentasta Traditional Council P.O. Box 6019, Mile 6 Mentasta Spur Road, Mentasta, AK, 99780-6019

Kaktovik Village P.O. Box 52, Kaktovik, AK, 99747

Naknek Native Village P.O. Box 210, Naknek, AK, 99633

Kenaitze Indian Tribe P.O. Box 988, Kenai, AK, 99611-0988 Native Village of Atka P.O. Box 47030, Atka, AK, 99547

King Island Native Community P.O. Box 682, Nome, AK, 99762

Native Village of Chenega 3000 C Street, South Wing Suite 200, Anchorage, AK, 99503

Klawock Cooperative Association P.O. Box 430, Klawock, AK, 99925-0430

Native Village of Chitina P.O. Box 31, Mile 34.5 Edgerton Highway, Chitina, AK, 99566

Kokhanok Village P.O. Box 1007, Kokhanok, AK, 99606

Native Village of Council P.O. Box 2050, Nome, AK, 99762

McGrath Native Village P.O. Box 134, McGrath, AK, 99627

Native Village of Eek P.O. Box 89, Eek, AK, 99578-0089

Metlakatla Indian Community, Annette Island Reserve P.O. Box 8, Metlakatla, AK, 99926-0008 Native Village of Ekwok P.O. Box 70, Ekwok, AK, 99580

Native Village of Afognak 323 Carolyn Street, Kodiak, AK, 99615

Native Village of Eyak P.O. Box 1388, Cordova, AK, 99574-1388

Native Village of Akutan P.O. Box 89, Akutan, AK, 99553-0089

Native Village of Fort Yukon P.O. Box 126, 3rd and Alder Street, Fort Yukon, AK, 99740

Native Village of Ambler P.O. Box 47, Ambler, AK, 99786

Native Village of Kipnuk P.O. Box 57, 101 Council Dr., Kipnuk, AK, 99614

Native Village of Barrow Inupiat Traditional Government P.O. Box 1130, Barrow, AK, 99723

Native Village of Kluti-Kaah P.O. Box 68, Mile 104 Old Richardson Hwy, Copper Center, AK, 99573-0068

Native Village of Chignik Lagoon P.O. Box 09, Chignik Lagoon, AK, 99565 Native Village of Kongiganak P.O. Box 5069, Akullaam Lavkarra, Kongiganak, AK, 99545

Native Village of Chuathbaluk #1 Teen Center Trail, P.O. Box CHU, Chuathbaluk, AK, 99557-8999

Native Village of Koyuk P.O. Box 53030, 200 Birch Street, Koyuk, AK, 99753

Native Village of Ekuk P.O. Box 530, Dillingham, AK, 99576

Native Village of Kwinhagak P.O. Box 149, Quinhagak, AK, 99655

Native Village of False Pass P.O. Box 29, False Pass, AK, 99583

Native Village of Marshall P.O. Box 110, Marshall, AK, 99585

Native Village of Georgetown 5313 Arctic Boulevard, Suite 104, Anchorage, AK, 99518

Native Village of Mekoryuk P.O. Box 66, Mekoryuk, AK, 99630

Native Village of Kiana P.O. Box 69, Kiana, AK, 99749

Native Village of Nanwalek P.O. Box 8028, Nanwalek, AK, 99603 Native Village of Kivalina P.O. Box 50051, Kivalina, AK, 99750

Native Village of Nelson Lagoon P.O. Box 913, Nelson Lagoon, AK, 99571

Native Village of Kotzebue P.O. Box 296, 600 W. 5th Avenue, Kotzebue, AK, 99752-0296

Native Village of Nuiqsut P.O. Box 89169, 2205 2nd Ave., Nuiqsut, AK, 99789

Native Village of Kwigillingok P.O. Box 90, Kwigillingok, AK, 99622

Native Village of Nunapitchuk P.O. Box 130, 103 Johnsons Loop, Nunapitchuk, AK, 99641

Native Village of Nightmute P.O. Box 90021, 101 Changtak Street Nightmute, AK, 99690

Native Village of Paimiut P.O. Box 230, Hooper Bay, AK, 99604

Native Village of Noatak P.O. Box 89, Swamp Street, Noatak, AK, 99761

Native Village of Pilot Point P.O. Box 449, Pilot Point, AK, 99469 Native Village of Ouzinkie P.O. Box 130, Ouzinkie, AK, 99644

Native Village of Point Hope P.O. Box 109, Pt. Hope, AK, 99766

Native Village of Perryville P.O. Box 89, 101 1st Ave., Perryville, AK, 99648

Native Village of Port Graham P.O. Box 5510, Port Graham, AK, 99603-5510

Native Village of Pitka's Point P.O. Box 127, St. Mary's, AK, 99658

Native Village of Port Lions P.O. Box 69, 2006 Airport Rd., Port Lions, AK, 99550

Native Village of Point Lay P P.O. Box 59031, Point Lay, AK, 99759

Native Village of Saint Michael P.O. Box 59050, St. Michael, AK, 99659

Native Village of Port Heiden P.O. Box 49007, Port Heiden, AK, 99549

Native Village of Scammon Bay P.O. Box 126, Scammon Bay, AK, 99662

Native Village of Ruby P.O. Box 68210, Ruby, AK, 99768 Native Village of Shungnak P.O. Box 64, Shungnak, AK, 99773

Native Village of Selawik P.O. Box 59, Selawik, AK, 99770

Native Village of Tanacross P.O. Box 76009, Tanacross, AK, 99776

Native Village of Shishmaref P.O. Box 72110, Shishmaref, AK, 99772

Native Village of Tatitlek P.O. Box 171, Tatitlek, AK, 99677

Native Village of Tanana P.O. Box 130, Tanana, AK, 99777

Native Village of Tuntutuliak P.O. Box 8086, Tuntutuliak, AK, 99680

Native Village of Tetlin P.O. Box 797, Tok, AK, 99780

Native Village of Tyonek P.O. Box 82009, Tyonek, AK, 99682-0009

Native Village of Tununak P.O. Box 77, 77 Main St., Tununak, AK, 99681

Native Village of Unga P.O. Box 508, Sand Point, AK, 99661

Native Village of Unalakleet P.O. Box 270, Unalakleet, AK, 99684 Native Village of Wales P.O. Box 549, Wales, AK, 99783

Native Village of White Mountain P.O. Box 84090, White Mountain, AK, 99784

Newtok Village P.O. Box 5596, Newtok, AK, 99559

Newhalen Village P.O. Box 207, Newhalen, AK, 99606

Ninilchik Village P.O. Box 39070, Ninilchik, AK, 99639

Nome Eskimo Community P.O. Box 1090, Nome, AK, 99762

Nondalton Village P.O. Box 49, Nondalton, AK, 99640

Noorvik Native Community P.O. Box 209, Noorvik, AK, 99763

Nunakauyarmiut Tribe P.O. Box 37008, Toksook Bay, AK, 99637-7008

Nulato Village P.O. Box 65049, Nulato, AK, 99765

Organized Village of Kake P.O. Box 316, Kake, AK, 99830-0316 Organized Village of Grayling P.O. Box 49, Grayling, AK, 99590

Pauloff Harbor Village P.O. Box 97, Sand Point, AK, 99661

Organized Village of Saxman Route 2, Box 28, Ketchikan, AK, 99901

Petersburg Indian Association P.O. Box 1418, Petersburg, AK, 99833

Pedro Bay Village P.O. Box 47020, 2516 Mountain Circle, Pedro Bay, AK, 99647

Qagan Tayagungin Tribe of Sand Point Village P.O. Box 447, Sand Point, AK, 99661

Pilot Station Traditional Village P.O. Box 1418, Petersburg, AK, 99833

Salamatof Tribe P.O. Box 35, Shageluk, AK, 99665

Portage Creek Village P 1327 E. 72nd Avenue, Unit B, Anchorage, AK, 99515

Skagway Village P.O. Box 1157, Skagway, AK, 99840-1157 Seldovia Village Tribe 206 Main Street Seldovia, AK, 99663

Stebbins Community Association P.O. Box 71002, Stebbins, AK, 99671

Sitka Tribe of Alaska 456 Katlian Street, Sitka, AK, 99835-7505

Ugashik Village 2525 Blueberry Road, Suite 205, Anchorage, AK, 99503

South Naknek Village 2521 East Mountain Village Drive STE. B388, Wasilla, AK, 99654

Village of Alakanuk P.O. Box 149, 500 Anderson Street, Alakanuk, AK, 99554-0149

Tangirnaq Native Village 3449 Rezanof Drive E, Kodiak, AK, 99615

Village of Chefornak P P.O. Box 110, Chefornak, AK, 99561-0110

Village of Anaktuvuk Pass 305 Mekiana Rd, Anaktuvuk Pass, AK, 99721

Village of Crooked Creek P.O. Box 69, Crooked Creek, AK, 99575 Village of Bill Moore's Slough P P.O. Box 20288, Kotlik, AK, 99620

Village of Iliamna P.O. Box 286, Quarter Mile Safety Hill Iliamna, AK, 99606

Village of Atmautluak 101 Boardwalk Lane Atmautluak, AK, 99569-0090

Village of Wainwright P.O. Box 143, Wainwright, AK, 99782

Village of Kalskag P.O. Box 50 Kalskag, AK, 99607

Village of Kotlik P.O. Box 20210 2nd & Curry St., Kotlik, AK, 99620

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Shawnee Tribe P.O. Box 189, Miami, OK, 74354

The Chickasaw Nation P.O. Box 1548, Ada, OK, 74821

The Muscogee (Creek) Nation P.O. Box 580, Okmulgee, OK, 74447

The Osage Nation P.O. Box 779, Pawhuska, OK, 74056

The Quapaw Tribe of Indians P.O. Box 765, Quapaw, OK, 74363

The Seminole Nation of Oklahoma P.O. Box 1498, Wewoka, OK, 74884

Thlopthlocco Tribal Town P.O. Box 188, Okemah, OK, 74859

Tonkawa Tribe of Indians of Oklahoma 1 Rush Buffalo Road, Tonkawa, OK, 74653-4449 United Keetoowah Band of Cherokee Indians in Oklahoma P.O. Box 746, Tahlequah, OK, 74465

Wichita and Affiliated Tribes P.O. Box 729,
Anadarko, OK, 73005

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Burns Paiute Tribe Chairman 100 Pasigo Street, Burns, OR, 97720-2442

Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians Chairman 1245 Fulton Avenue, Coos Bay, OR, 97420

Confederated Tribes of Siletz Indians of Oregon Chairman P.O. Box 549, Siletz, OR, 97380-0549

Confederated Tribes of the Grand Ronde Community of Oregon Chairman 9615 Grand Ronde Road, Grand Ronde, OR, 97347-9712 Confederated Tribes of the Umatilla Indian Reservation Chairman Nixyaawii Governance Center, 46411 Ti'míne Way, Pendleton, OR, 97801-0638

Confederated Tribes of the Warm Springs Reservation of Oregon Chairman P.O. Box C, Warm Springs, OR, 97761-3001

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Cow Creek Band of Umpqua Tribe of Indians Chairman 2371 N.E. Stephens, Suite 100, Roseburg, OR, 97470-1399

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Catawba Indian Nation 996 Avenue of Nations Rock Hill, SC 29730 Cheyenne River Sioux Tribe of the Cheyenne River Reservation, SD Chairman P.O. Box 590, Eagle Butte, SD, 57625

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Kickapoo Traditional Tribe of Texas Chairman 2212 Rosita Valley Road, Eagle Pass, TX, 78852

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Pamunkey Indian Tribe Chairman 1054 Pocahontas Trail, King William, VA, 23086

Chickahominy Indians 2895 Mount Pleasant Road Providence Forge, VA 23140

Monacan Indian Nation 357 Main Street Amherst, VA 24521

Nansemond Indian Tribe 1001 Pembroke Lane Suffolk, VA 23434

Rappahannock Tribe Inc. 5036 Indian Neck Road Indian Neck, VA 23148

Upper Mattaponi Tribe 13476 William Road King William, VA 23086

Confederated Tribes and Bands of the Yakama Nation Chairman PO Box 151 Toppenish, WA 98948-0151

Confederated Tribes of the Chehalis Reservation Chairman P.O. Box 536, Oakville, WA, 98568 Confederated Tribes of the Colville Reservation Chairman P.O. Box 150, Nespelem, WA, 99155-0150

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Lummi Tribe of the Lummi Reservation Chairman 2665 Kwina Road Bellingham, WA, 98226-9221

Makah Tribes of the Makah Reservation Chairman P.O. Box 115, Neah Bay, WA, 98357-0115 Muckleshoot Indian Tribe Chairman 39015 172nd Avenue SE, Auburn, WA, 98092-9763

Nisqually Indian Tribe Chairman 4820 She-Nah-Num Drive SE, Olympia, WA, 98513-9199

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Puyallup Tribe of the Puyallup Reservation Chairman 3009 East Portland Avenue, Tacoma, WA, 98404-4926

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Samish Indian Tribe Chairman P.O. Box 217 Anacortes, WA, 98221-0217 Sauk-Suiattle Indian Tribe Chairman 5318 Chief Brown Lane, Darrington, WA, 98241-9421

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Skokomish Indian Tribe Chairman 80 North Tribal Center Road, Shelton, WA, 98584-9748

Snoqualmie Indian Tribe Chairman P.O. Box 969, Snoqualmie, WA, 98065-0969

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Stockbridge Munsee Community, Wisconsin Chairman N8476 Mo He Con Nuck Road, Bowler, WI, 54416 Eastern Shoshone Tribe of the Wind River Reservation, Wyoming Chairman P.O. Box 538, Fort Washakie, WY, 82514

Northern Arapaho Tribe of the Wind River Reservation, Wyoming Chairman P.O. Box 396, Fort Washakie, WY, 82514

# **ATTACHMENT A**

LETTER NOTIFYING CUSTOMERS THAT WILL DISCONTINUE AFFECTED SERVICES ON A COMMON CARRIAGE BASIS AND INSTEAD PROVIDE SUCH SERVICES ON A PRIVATE CARRIAGE BASIS



October 16, 2019



Important Notice Regarding AT&T Switched Ethernet Servicesm. AT&T Dedicated
Ethernet Service, Ethernet Private Line Service-Wide Area Network, and AT&T

Ultravailable® Network Service

Change Effective December 1, 2019

Thank you for using AT&T for your business service needs. We want to make you aware of a planned change in regulatory status for the following interstate services offered by various AT&T companies: AT&T Switched Ethernet (ASE) Service<sup>sm</sup>, AT&T Dedicated Ethernet (ADE) Service, Ethernet Private Line Service-Wide Area Network (EPLS-WAN), and Ultravailable® Network (UVN) Service (collectively, Affected Services).¹ Our records indicate that you are a customer of one or more of these Affected Services.

Effective December 1, 2019, pending regulatory approval where such approval is required, the Affected Services will be reclassified from "common carriage" to "private carriage". As a current customer of one or more of the Affected Services, this change in regulatory status will have no impact on your existing service(s) or billing and requires no action by you. AT&T will continue to provide the Affected Services to you under your existing contract(s) with AT&T, which will remain effective and continue to apply. The shift to private carriage will update the Affected Services' decades-old regulatory status to one better reflecting the realities of today's Ethernet marketplace. It also will bring the Affected Services into regulatory parity with the many Ethernet providers already offering their services as private carriage.

If you have questions concerning the above, please email q47042@att.com so we may assist you.

We appreciate your business and look forward to serving your future business needs.

Sincerely,

Dan Blemings AT&T Business Director Ethernet Networking 208 S. Akard St. 16<sup>th</sup> Fl. Dallas, TX 75202-4206 Because of the current regulatory status of your product, FCC rules mandate AT&T add the text box below. AT&T wants to emphasize that even though the text mentions "discontinuance," "reduction," and "impairment," no such actions will occur to your product(s) at this time, as stated earlier in this notice.

#### AT&T is required by the FCC to provide the following statement:

The FCC will normally authorize this proposed discontinuance of service (or reduction or impairment) unless it is shown that customers would be unable to receive service or a reasonable substitute from another carrier or that the public convenience and necessity is otherwise adversely affected. If you wish to object, you should file your comments as soon as possible, but no later than 15 days after the Commission releases public notice of the proposed discontinuance. You may file your comments electronically through the FCC's Electronic Comment Filing System using the docket number established in the Commission's public notice for this proceeding, or you may address them to the Federal Communications Commission, Wireline Competition Bureau, Competition Policy Division, Washington, DC 20554, and include in your comments a reference to the section 63.71 Application of AT&T Corp.; TC Systems, Inc.; Teleport Communications America, LLC: BellSouth Telecommunications, LLC, d/b/a AT&T Alabama, AT&T Florida, AT&T Georgia, AT&T Kentucky, AT&T Louisiana, AT&T Mississippi, AT&T North Carolina, AT&T South Carolina, and AT&T Tennessee; Illinois Bell Telephone Company, LLC, d/b/a AT&T Illinois; Indiana Bell Telephone Company, Incorporated, d/b/a AT&T Indiana; Michigan Bell Telephone Company, d/b/a AT&T Michigan; Nevada Bell Telephone Company, d/b/a AT&T Nevada; The Ohio Bell Telephone Company, d/b/a AT&T Ohio; Pacific Bell Telephone Company, d/b/a AT&T California; Southwestern Bell Telephone Company, d/b/a AT&T Arkansas, AT&T Kansas, AT&T Missouri, AT&T Oklahoma, and AT&T Texas; and Wisconsin Bell, Inc., d/b/a AT&T Wisconsin. Comments should include specific information about the impact of this proposed discontinuation (or reduction or impairment) upon you or your company, including any inability to acquire reasonable substitute service.

<sup>(1)</sup> ASE is available in Alabama, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Illinois, Indiana, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Nebraska, Nevada, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Utah, Virginia, Washington, and Wisconsin. ADE and UVN are available in the contiguous United States and the District of Columbia. EPLS-WAN is available in all 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands. EPLS-WAN and UVN are provided by AT&T Corp. ASE and ADE are provided by the following AT&T entities: TC Systems, Inc.; Teleport Communications America, LLC; BellSouth Telecommunications, LLC, d/b/a AT&T Alabama, AT&T Florida, AT&T Georgia, AT&T Kentucky, AT&T Louisiana, AT&T Mississippi, AT&T North Carolina, AT&T South Carolina, and AT&T Tennessee; Illinois Bell Telephone Company, LLC, d/b/a AT&T Illinois; Indiana Bell Telephone Company, Incorporated, d/b/a AT&T Indiana; Michigan Bell Telephone Company, d/b/a AT&T Nevada; The Ohio Bell Telephone Company, d/b/a AT&T Ohio; Pacific Bell Telephone Company, d/b/a AT&T Nevada; The Ohio Bell Telephone Company, d/b/a AT&T Arkansas, AT&T Missouri, AT&T Oklahoma, and AT&T Texas; and Wisconsin Bell, Inc., d/b/a AT&T Wisconsin.

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NC57029

### **ATTACHMENT B**

STATEMENT IN SUPPORT OF APPLICATION OF AT&T FOR DISCONTINUANCE AND RECLASSIFICATION AS PRIVATE CARRIAGE

## Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of	)	
	)	
Section 63.71 Application of AT&T	)	WC Docket No
Services, Inc. For Authority Pursuant to	)	
Section 214 of The Communications Act of	)	
1934, As Amended, to Discontinue The	)	
Provision of Certain Packet-Based and	)	
Wavelength Business Services as Common	)	
Carriage Services and to Instead Offer	)	
Those Services as Private Carriage Services	)	

#### STATEMENT IN SUPPORT OF APPLICATION OF AT&T FOR DISCONTINUANCE AND RECLASSIFICATION AS PRIVATE CARRIAGE

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## Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of	)	
	)	
Section 63.71 Application of AT&T	)	WC Docket No.
Services, Inc. For Authority Pursuant to	)	
Section 214 of The Communications Act	)	
of 1934, As Amended, to Discontinue The	)	
Provision of Certain Packet-Based and	)	
Wavelength Business Services as Common	)	
Carriage Services and to Instead Offer	)	
Those Services as Private Carriage	)	
Services	-	

## STATEMENT IN SUPPORT OF APPLICATION FOR DISCONTINUANCE AND RECLASSIFICATION AS PRIVATE CARRIAGE

AT&T Services, Inc. ("AT&T") hereby applies for authority under Section 214(a) of the Communications Act, 47 U.S.C. § 214(a), and Section 63.71 of the Commission's rules, 47 C.F.R. § 63.71, to discontinue offering AT&T Dedicated Ethernet, Ethernet Private Line Service-Wide Area Network, AT&T Ultravailable Network, and AT&T Switched Ethernet as common carriage and to reclassify those services as private carriage.<sup>1</sup>

#### INTRODUCTION AND SUMMARY

In the *BDS Order*, the Commission held that the packet-based business data services of the major cable companies, as well as those of a CLEC (BT Americas) and an ILEC (ACS), are private carriage.<sup>2</sup> This classification decision crystalized a significant regulatory disparity between these

<sup>&</sup>lt;sup>1</sup> For ease of exposition, AT&T will refer to these services in this Statement as "packet-based services," although some of these services also use wavelength technologies.

<sup>&</sup>lt;sup>2</sup> Report and Order, Business Data Services in an Internet Protocol Environment, 32 FCC Rcd 3459, ¶¶ 267-85 (2017) ("BDS Order"), remanded in part, Citizens Telecomms. Co. of Minn. v. FCC, 901 F.3d 991 (8th Cir. 2008), mandate stayed (Order, 8th Cir., November 9, 2018).

providers, which offer packet-based services on a private carriage basis, and carriers like AT&T, which have presumptively offered such packet-based services on a common carrier basis. To restore regulatory parity with its competitors, AT&T submits this application to reclassify the packet-based business services listed in the accompanying Application, and described in the supporting declaration of James Daugherty,<sup>3</sup> as private carriage.<sup>4</sup>

The current regulatory disparity hinders full and fair competition, which in turn harms customers of packet-based business services. These packet-based services are offered in an intensely competitive marketplace, and the complexity and sophistication of these services often require the ability to engage in targeted offers to win customers. As private carriers, cable companies and others have broad flexibility to tailor their offerings to the individualized needs of each customer. AT&T often cannot respond to these offers as aggressively as it would like because of its common carrier obligations. Subjecting AT&T to common carrier obligations that do not apply to its competitors thus skews competition and reduces AT&T's ability to be fully responsive to its customers.

To the extent that common carrier regulation still applies to ILEC packet-based services, that is largely an historical accident. When packet-based technologies emerged more than two decades ago, ILECs originally offered those services as tariffed common carrier offerings, while CLECs and cable companies offered competitive alternatives on a largely unregulated basis. In 2007, the Commission declined to grant AT&T and other ILECs forbearance from Title II for their

<sup>&</sup>lt;sup>3</sup> Declaration of James Daugherty in Support of Application, Attached to Application as Exhibit C ("Daugherty Decl.").

<sup>&</sup>lt;sup>4</sup> AT&T is seeking reclassification of these services to the extent they are offered on an exchange access or interstate, interexchange basis.

packet-based services.<sup>5</sup> The agency's principal reason—ironically—was to maintain regulatory parity: the agency *assumed* that all non-ILEC packet-based services were also subject to common carrier regulation.<sup>6</sup> The *BDS Order* was the first time the Commission actually considered whether any particular cable or CLEC packet-based service was common or private carriage on a full record, and it found—contrary to its prior assumptions—that many of these services had been private carriage all along.

Now that the Commission has clarified that many of AT&T's competitors are private carriers, the principle of regulatory parity cuts the other way. Indeed, in the *BDS Order*, the Commission made clear that it was not "prejudg[ing]" the classification of any other packet-based services in today's marketplace, and that an ILEC's services "potentially could be appropriately classified as private carriage, as well." The Commission did explain, however, that if a carrier subject to Section 214 offered a packet-based service initially as common carriage, that carrier "would first need to obtain discontinuance approval" under Section 214 to have its services reclassified as private carriage. Although the Commission has never made a formal determination regarding the status of AT&T's current packet-based services, the Commission's prior orders have assumed that those services are common carriage. Thus, AT&T is filing this "discontinuance"

<sup>&</sup>lt;sup>5</sup> See Memorandum Opinion and Order, Petition of AT&T Inc, for Forbearance under 47 U.S.C. § 160(c) from Title II and Computer Inquiry Rules with Respect to Its Broadband Services; Petition of BellSouth Corp. for Forbearance under 47 U.S.C. § 160(c) from Title II and Computer Inquiry Rules with Respect to Its Broadband Services, 22 FCC Rcd 18705, ¶ 67 (2007) ("AT&T 2007 Forbearance Order").

<sup>&</sup>lt;sup>6</sup> See, e.g., id. (finding that AT&T is "ask[ing] us to go beyond the relief the Commission has granted any competitive LEC or nondominant interexchange carrier and allow it to offer certain broadband telecommunications services free of Title II regulation, thus creating a disparity in regulatory treatment between AT&T and its competitors").

<sup>&</sup>lt;sup>7</sup> BDS Order ¶ 279.

<sup>&</sup>lt;sup>8</sup> Id. ¶ 279 & n.700.

application to have the services covered by this application formally reclassified as private carriage.

Reclassification of these services easily meets Section 214's standard, which requires the change to have no adverse effect on the public convenience and necessity. There is ubiquitous facilities-based competition for the packet-based services at issue. The customers for these services are highly sophisticated enterprises or other large purchasers, such as wireless carriers, who negotiate the rates and terms for their services on a case-by-case basis. As the Commission found in the *BDS Order*, "[o]ur market analysis does not show compelling evidence of market power in incumbent LEC provision of [packet-based] services, particularly for higher bandwidth services." Indeed, in the context of today's marketplace, retention of common carriage restrictions on AT&T but not its competitors harms customers by constraining AT&T's ability to meet competition.

The transition of these services to private carriage will be seamless. Although AT&T must seek this relief in the form of "discontinuance," AT&T has no plans to discontinue any current service. Granting this application would not require any immediate changes in any of these services, and AT&T would honor existing contracts and continue to make any required universal service contributions. Rather, "discontinuance" would merely give AT&T greater flexibility in how it offers and prices these services in the future. The Commission should thus promptly grant the application.

 $<sup>^9</sup>$  BDS Order ¶ 87; see also Citizens, 901 F.3d at 1012 (affirming decision not to re-impose any regulation on Ethernet services).

#### I. REGULATORY BACKGROUND

Although the Commission has never formally considered whether AT&T's current packet-based offerings are common carriage or private carriage, the Commission has always assumed they were common carriage, and AT&T has abided by common carrier requirements accordingly. Nonetheless, many of AT&T's competitors are offering these same services with the additional flexibility that private carriage allows. This regulatory disparity developed largely as an historical accident. To place this application in context, it is useful to review this regulatory history, and how this harmful, asymmetrical regulatory regime arose.

Forbearance Petitions from the 2000s. In the earliest days of packet-based services, ILECs offered such services as tariffed common carrier services, whereas both CLECs<sup>10</sup> and cable<sup>11</sup> providers could offer competing services on a more deregulated, and detariffed, basis. Verizon was the first ILEC to seek greater regulatory parity. In December 2004, it filed a petition for forbearance from common carriage requirements for all of its "packet-switched services capable

Memorandum Opinion and Order, Hyperion Telecommunications, Inc. Petition for Forbearance, 12 FCC Rcd 8596 (1997) (granting petitions seeking permissive detariffing for provision of interstate exchange access services by providers other than the incumbent LEC). The Commission had also deemed all traditional interexchange carriers non-dominant and had adopted mandatory detariffing of their interexchange services—rulings that applied to common carrier packet-based services to the extent they were offered on an interexchange basis. See Motion of AT&T Corp. to Be Reclassified as a Non-Dominant Carrier, 11 FCC Rcd 3271 (1995) (reclassifying legacy AT&T as a non-dominant interexchange carrier); Policy and Rules Concerning the Interstate, Interexchange Marketplace, Implementation of Section 254(g) of the Communications Act of 1934, 11 FCC Rcd 20730 (1996) ("Interexchange Forbearance Order") (Commission would "no longer require or allow non-dominant interexchange carriers to file tariffs pursuant to Section 203 for their interstate, domestic, interexchange services").

<sup>11</sup> See Declaratory Ruling and Notice of Proposed Rulemaking, Inquiry Concerning High Speed Access to Internet over Cable and Other Facilities, 17 FCC Rcd 4798 (2002) ("Cable Broadband Order"). In the Cable Broadband Order, the Commission held that cable broadband internet access service was an information service, but also held that: (1) cable broadband transmission offered wholesale to third-party ISPs was private carriage (id. ¶ 55); and (2) even if cable modem service were a common carrier service, the Commission tentatively concluded that it would nonetheless forbear from applying Title II requirements to such services (id. ¶ 95).

of 200 Kbps in each direction," which specifically included its "IP-VPN services and Ethernet services." A four-member Commission, however, failed to reach a majority on Verizon's Petition within the statutory time period, and it was therefore "deemed granted" in 2006. Thus, beginning in 2006, Verizon was freed from all common carriage regulation for its packet-based services.

The other ILECs quickly filed their own petitions for similar relief, but the Commission declined to give AT&T and the other ILECs the same relief that Verizon had gained. Instead, the Commission only granted forbearance from dominant carrier regulation, including the tariffing requirements and price cap regulation.<sup>14</sup> In a separate order, it granted the same relief for BOC-provided packet-based services to the extent they were provided on an interstate, interexchange basis.<sup>15</sup> In granting such relief, the Commission specifically acknowledged that, even as of 2007,

<sup>&</sup>lt;sup>12</sup> Letter from Edward Shakin, Verizon, to Marlene H. Dortch, FCC, WC Docket No. 04-440, dated February 7, 2006, at 2 & Attachment 1; see also Petition of the Verizon Telephone Companies for Forbearance, WC Docket No. 04-440 (filed Dec. 20, 2004) (seeking forbearance from applying "Title II and the *Computer Inquiry* rules" to "any broadband services offered by Verizon").

<sup>&</sup>lt;sup>13</sup> See News Release, "Verizon Telephone Companies' Petition for Forbearance from Title II and Computer Inquiries Rules with Respect to their Broadband Services Is Granted by Operation of Law," WC Docket No. 04-440 (released March 20, 2006). See also Sprint Nextel Corp. v. FCC, 508 F.3d 1129 (D.C. Cir. 2007) (holding that the Commission's deadlocked vote did not constitute reviewable agency action).

<sup>&</sup>lt;sup>14</sup> AT&T 2007 Forbearance Order ¶¶ 17-51. Detariffing was mandatory, to ensure consistency with the mandatory detariffing of interexchange services. See id. ¶ 42 ("to the extent AT&T wishes to take advantage of the relief granted in this Order for any particular service specified in its petitions, it must follow our rules for nondominant interexchange carriers in connection with that service").

<sup>&</sup>lt;sup>15</sup> Report and Order and Memorandum Opinion and Order, Section 272(f)(1) Sunset of the BOC Separate Affiliate and Related Requirements, WC Docket No. 02-112 (released Aug. 31, 2007) (eliminating dominant carrier regulation of AT&T's interstate, interexchange voice and data services) ("Section 272 Sunset Order"); Letter from Robert W. Quinn, Jr., AT&T, to Marlene H. Dortch, FCC, WC Docket No. 06-125, dated September 12, 2007 (withdrawing forbearance request to the extent services were granted relief in the Section 272 Sunset Order and pressing for forbearance for packet-based services "provided as exchange access rather than as interstate interexchange services").

the marketplace for packet-based services was subject to intense competition from cable companies, CLECs and others. As a result of these orders, AT&T and other ILECs generally obtained relief from rigid ex ante rate regulation, which gave the ILECs a degree of flexibility to respond more efficiently to competitive offers.

But the Commission declined to grant forbearance from Title II, including Sections 201, 202, and 208 of the Communications Act. Ironically, the Commission's principal reason for denying the request was ostensibly to *avoid* regulatory disparities. The Commission argued that AT&T was "ask[ing] us to go beyond the relief the Commission has granted any competitive LEC or nondominant interexchange carrier and allow it to offer certain broadband telecommunications services free of Title II regulation, thus *creating a disparity in regulatory treatment* between AT&T and its competitors." The Commission claimed that such "preferential treatment" for AT&T was not warranted. Notably, in making these findings, the Commission simply *assumed* that AT&T's competitors were common carriers. The Commission did not actually consider the regulatory classification of any of AT&T's competitors' services, nor did it consider the possibility that many of those providers were offering packet-based services on a private carriage basis.

The effect of this decision was that, while AT&T could more efficiently respond to competitive offerings (because it no longer had to modify tariffs to do so), AT&T was still limited

<sup>&</sup>lt;sup>16</sup> See, e.g., AT&T 2007 Forbearance Order ¶¶ 22-23 ("[t]here are a myriad of providers prepared to make competitive offers to enterprise customers demanding packet-switched data services located both within and outside any given incumbent LEC's service territory," and "[t]hese competitors include the many competitive LECs, cable companies, systems integrators, equipment vendors, and value-added resellers providing services that compete against AT&T").

<sup>&</sup>lt;sup>17</sup> *Id.* ¶ 67 (emphasis added).

<sup>&</sup>lt;sup>18</sup> Id.; see also id. ¶ 68 ("disparate treatment of carriers providing the same or similar services is not in the public interest as it creates distortions in the marketplace that may harm consumers").

<sup>&</sup>lt;sup>19</sup> See, e.g., AT&T 2007 Forbearance Order ¶ 67 n.218.

in its ability to tailor its offerings to the individualized needs of customers as its private carriage competitors were doing. Thus, while private carriers (like the cable companies) can target specific customers with uniquely tailored offers, AT&T's ability to respond is constrained by the regulatory overhang of the Title II requirements.<sup>20</sup>

The BDS Proceedings. These issues next arose in the business data services ("BDS") proceeding.<sup>21</sup> There, three major cable companies (Comcast, Charter, and Mediacom), along with a CLEC (BT Americas) and an ILEC (Alaska Communications Services ("ACS")), argued that their packet-based services had always been private carriage offerings and should not be subjected to Title II.<sup>22</sup> These providers argued that they make case-by-case decisions about whether to offer packet-based services to given customers and "make highly individualized decisions regarding any rates and terms they do offer for the relevant categories of service in order to meet the particular needs of a given customer."<sup>23</sup> They also noted that their customers have the size and sophistication to demand such uniquely tailored offerings.<sup>24</sup> The Commission agreed that these companies' services were more properly categorized as private carriage, and thus it declined to subject their packet-based services to common carrier regulation.<sup>25</sup>

The BDS Order was the first time the Commission actually made a classification determination with respect to any non-ILEC packet-based service. The Commission acknowledged that its decision formalized a significant regulatory asymmetry between services

 $<sup>^{20}</sup>$  See Daugherty Decl.  $\P\P$  3, 10-17.

 $<sup>^{21}</sup>$  BDS Order ¶¶ 267-85.

<sup>&</sup>lt;sup>22</sup> *Id.* ¶¶ 271-73.

 $<sup>^{23}</sup>$  Id. ¶¶ 271-72.

 $<sup>^{24}</sup>$  Id. ¶ 272.

 $<sup>^{25}</sup>$  Id. ¶¶ 267-85.

offered by cable companies and perhaps many CLECs as well (which generally have been private carriage) and ILEC services (which generally have been common carriage). In so doing, the Commission emphasized that it did not intend to "prejudge the classification of services being offered in the marketplace today or in the future—whether by competitive providers or incumbent LECs—which potentially could be appropriately classified as private carriage, as well." The Commission nonetheless explained that "[w]here a provider subject to section 214 of the Act initially offers a given interstate service on a common carriage basis, that provider first would need to obtain discontinuance approval for that common carrier offering before offering that service on a private carriage basis." Thus, to the extent AT&T's services today remain common carriage, the Commission invited ILECs like AT&T to file discontinuance applications to formally reclassify their existing packet-based services as private carriage.

## II. RECLASSIFICATION OF AT&T'S PACKET-BASED SERVICES AS PRIVATE CARRIAGE WOULD BE IN THE PUBLIC INTEREST.

AT&T is seeking regulatory parity with cable companies and other competitors by filing this discontinuance application to reclassify the following packet-based offerings as private carriage: AT&T Dedicated Ethernet ("ADE"), Ethernet Private Line Service – Wide Area Network ("EPLS-WAN"), AT&T Ultravailable Network ("UVN"), and AT&T Switched Ethernet ("ASE"). These services are described in more detail in the accompanying Declaration of James

<sup>&</sup>lt;sup>26</sup> See id. ¶ 279.

<sup>&</sup>lt;sup>27</sup> Id. ¶ 279 n.700. "By contrast, that would not be the case with respect to a service that a provider introduces as a private carriage offering in the first instance." Id.; see also id. ¶ 273 n.678 (decision that ACS's Ethernet services are private carriage does not apply to any services listed in ACS's forbearance petition for which it received forbearance only from dominant carrier regulation in 2007).

Daugherty.<sup>28</sup> In the context of these highly competitive services, the Section 214 standards for "discontinuing" and reclassifying these services as private carriage are easily satisfied.

Section 214 of the Communications Act provides that no carrier shall discontinue service unless the Commission certifies that "neither the present nor future public convenience and necessity will be adversely affected" by the discontinuance.<sup>29</sup> Unlike the typical discontinuance case, however, AT&T is not proposing to cease offering any of these services, but merely to "discontinue" the common carriage classification of these existing services.<sup>30</sup> The question here, then, is whether reclassification of these existing services as private carriage would adversely affect the public convenience and necessity. That inquiry turns principally on the Commission's assessment of the whether the reclassification would adversely affect competition.<sup>31</sup> Here, reclassification would be strongly in the public interest.

First, AT&T offers these services in an environment that is intensely and irreversibly competitive. The Commission has repeatedly and consistently found that packet-based services are subject to the fiercest type of competition. Most recently, in its BDS Order, the Commission

<sup>&</sup>lt;sup>28</sup> Daugherty Decl. ¶¶ 5-9.

<sup>&</sup>lt;sup>29</sup> 47 U.S.C. § 214(a).

<sup>&</sup>lt;sup>30</sup> In a typical discontinuance case, in which the carrier is in fact ceasing to offer the service, the Commission considers "a number of factors in balancing the interests of the carrier and the affected user community," including "(1) the financial impact on the common carrier of continuing to provide the service; (2) the need for the service in general; (3) the need for the particular facilities in question; (4) the existence, availability, and adequacy of alternatives; and (5) increased charges for alternative services, although this factor may be outweighed by other considerations." *In re Verizon Tel.*, 18 FCC Rcd. 22737, 22742 (2003).

<sup>&</sup>lt;sup>31</sup> Compare Appropriate Framework for Broadband Access to the Internet over Wireline Facilities Universal Serv. Obligations of Broadband Providers Computer III Further Remand Proceedings: Bell Operating Co. Provision of Enhanced Services; 1998 Biennial Regulatory Review -- Review of Computer III & ONA Safeguards & Requirements Conditional Petition of the Verizon Tel. Companies for Forbearance Under 47 U.S.C. § 160(c), 20 FCC Rcd 14853, 14907–08 (2005) ("Wireline Broadband Order").

explained that "[o]ur market analysis does not show compelling evidence of market power in incumbent LEC provision of [packet-based] services, particularly for higher bandwidth services." As Mr. Daugherty explains, "virtually every customer opportunity [for these services] is contested, typically by multiple facilities-based providers." Given this level of competition, the Commission has already determined that a variety of providers' packet-based offerings, including cable, CLEC, and ILEC offerings, can be properly classified as private carriage. Now that the Commission has clarified that many of AT&T's competitors are private carriers, the logic of the Commission's AT&T 2007 Forbearance Order applies here: "disparate treatment of carriers providing the same or similar services is not in the public interest as it creates distortions in the marketplace that may harm consumers." 34

The packet-based marketplace has only become more competitive since the Commission made its findings in the BDS proceeding. Many facilities-based providers offer packet-based services (and other competing services), and no provider has a high national market share.<sup>35</sup> Vertical Systems, which analyzes Ethernet services, has reported that "Ethernet pricing [has] declined across all port speeds for the six service types tracked by Vertical (*i.e.*, EPL, EVPL, DIA,

<sup>&</sup>lt;sup>32</sup> BDS Order ¶ 87; see also id. ¶ 83. See also Citizens, 901 F.3d at 1012 (affirming decision not to re-impose any regulation on Ethernet services); Ad Hoc Telecomms. Users Comm. v. FCC, 572 F.3d 903, 904, 909-10 (D.C. Cir. 2009) (affirming original 2007 decision to forbear from tariffing and price cap regulation for Ethernet services).

<sup>&</sup>lt;sup>33</sup> See Daugherty Decl. ¶¶ 2, 11.

 $<sup>^{34}</sup>$  AT&T 2007 Forbearance Order ¶ 68.

<sup>&</sup>lt;sup>35</sup> See, e.g., Mid-Year 2019 U.S. Carrier Ethernet Leaderboard, Vertical Systems (Sep. 2019), https://www.verticalsystems.com/2019/09/10/mid-2019-us-ethernet-leaderboard.

Access to VPN, Switched Metro VPLS)"<sup>36</sup> and that "three Cable MSOs (Spectrum Enterprise, Comcast and Cox) had the highest port growth."<sup>37</sup>

Given the intensely competitive nature of the packet-based marketplace, AT&T cannot exercise market power over the pricing or terms of such services. Accordingly, there is no longer any need to subject these AT&T services to common carrier regulation, particularly when many of its competitors are not subject to such restrictions. To the contrary, in today's competitive environment, the fact that some competitors are private carriers and some are common carriers harms consumers because retention of the Title II pricing standards prevents common carriers from fully responding to private carriers' more flexible marketplace offers. In a marketplace as complex and sophisticated as business-level, packet-based services, competitors have to be ready to respond to the marketplace with offers tailored to individual customer's needs. AT&T's private carrier competitors can and do engage in these types of individualized offers, but AT&T's ability to respond is hampered by the legacy Title II restrictions.

As Mr. Daugherty explains, AT&T's private carriage competitors "are increasingly targeting individual customers or specific groups of customers with offerings that are specifically tailored to their individualized needs." AT&T would often like to counter these offers with similarly tailored offers, but the overhang of Title II regulation constrains AT&T's ability to do so. And regardless of how AT&T chooses to respond, AT&T must spend time and resources to

<sup>&</sup>lt;sup>36</sup> 2018 U.S. Carrier Ethernet Leaderboard, Vertical Systems (Feb. 2018), https://www.verticalsystems.com/2019/02/14/2018-us-ethernet-leaderboard.

Mid-Year 2019 U.S. Carrier Ethernet Leaderboard, Vertical Systems (Sep. 2019), https://www.verticalsystems.com/2019/09/10/mid-2019-us-ethernet-leaderboard.

<sup>&</sup>lt;sup>38</sup> See Daugherty Decl. ¶ 13.

<sup>&</sup>lt;sup>39</sup> See id. ¶ 13-16.

consider the implications of common carrier regulation, time and resources that its private carriage competitors are able to avoid, allowing them to be quicker and more efficient than AT&T.<sup>40</sup>

For these reasons, reclassification would not "adversely affect" competition or the public interest; to the contrary, it would *promote* competition by facilitating more aggressive competitive offers made more quickly. In that regard, AT&T's lack of market power over these packet-based services should be determinative. In the *BDS Order*, the Commission acknowledged that "our precedent has generally identified market power as a prerequisite for potentially compelling common carriage" for services that are currently offered as private carriage.<sup>41</sup> Just as the Commission would have no grounds to *compel* AT&T to offer these types of services today as common carriage in the first instance, so too would the Commission have no basis to force AT&T to *continue* to offer these services as common carriage by denying this application.

The Commission also recognized in the *BDS Order* that, "although some commenters seek to minimize the perceived extent of regulatory burdens that flow from compelled common carriage [on cable companies], the Commission itself has acknowledged that meaningful burdens do, in fact, flow from common carrier treatment." Today, many of AT&T's competitors offer their packet-based services on a private carriage basis, including not just the major cable companies but perhaps a number of CLECs as well. Given the competitiveness of the packet-based marketplace, and the fact that many competitors in that marketplace are already private carriers, there is no

<sup>&</sup>lt;sup>40</sup> See id. ¶¶ 3, 17.

<sup>&</sup>lt;sup>41</sup> BDS Order ¶ 282.

<sup>&</sup>lt;sup>42</sup> *Id*.

longer any legitimate justification for continuing to subject AT&T to the "meaningful" burdens of common carriage.<sup>43</sup>

Second, reclassification would not adversely affect the public convenience. AT&T plans to continue offering these services and will honor existing contracts. The only difference will be the change in regulatory classification. And, in that regard, customers will perceive little or no difference in the manner in which these services are offered, other than that AT&T will be free to compete more aggressively and to consider each opportunity on its own merits.<sup>44</sup>

Indeed, AT&T's packet-based services, as offered today, already share certain characteristics with private carriage.<sup>45</sup> For example, AT&T's services are operationally very similar to its private carriage competitors' offerings, and are direct substitutes that compete head-to-head with them in the marketplace.<sup>46</sup> The rates and terms for these packet-based services are,

<sup>&</sup>lt;sup>43</sup> The FCC also found "generalized assertions" about the "perceived benefits" of common carriage or "remedying perceived risks of harms" from private carriage (such as "strategic denials" of service) were not sufficient to declare the cable companies' services to be common carriage. *BDS Order* ¶ 284.

<sup>&</sup>lt;sup>44</sup> Reclassification also would theoretically give AT&T the ability to make case-by-case decisions about whether to offer service to any particular customer, but this change should have little practical effect. *See, e.g., NARUC* v. *FCC*, 525 F.2d 630, 641 (D.C. Cir. 1976) ("*NARUC* I") ("a carrier will not be a common carrier where its practice is to make individualized decisions, in particular cases, whether and on what terms to deal"). In today's intensely competitive environment, AT&T typically has no marketplace incentive to turn away potential customers. Moreover, as explained above, facilities-based competition for these packet-based services is so robust and entrenched that, even if AT&T did decline to serve a potential customer, other facilities-based competitors would rush in to fill the gap. In all events, reclassification would merely give AT&T the same flexibility that many of its facilities-based competitors have.

<sup>&</sup>lt;sup>45</sup> The D.C. Circuit has explained that some characteristics of a communications service exist within a "grey area" between "per se common carriage" and "per se private carriage," and thus can be consistent with either classification. See, e.g., Cellco P'ship v. FCC, 700 F.3d 534, 547-49 (D.C. Cir. 2012).

<sup>&</sup>lt;sup>46</sup> See Daugherty Decl. ¶¶ 6-9.

by their nature, highly negotiated.<sup>47</sup> As the Commission has noted, the customers for such services "include large wireless carriers, other large service providers, or enterprises."<sup>48</sup> Accordingly, like its private carriage competitors, AT&T makes individualized decisions about rates and terms to meet the needs of a given customer, within the limits permitted by common carriage. As the Commission noted in the *BDS Order*, the types of customers that purchase packet-based services have the "size and sophistication" to demand uniquely tailored offerings.<sup>49</sup>

The Commission also noted that the cable companies maintained generally available marketing materials, standard terms of agreement, and rate sheets, but held that these materials did not constitute an indifferent holding out of the services. Specifically, the Commission held that the rate sheets did not constitute a formal, take-or-leave-it offer but were intended to act as a starting point for negotiations. The Commission concluded that the mere existence of uniform terms in this context did not mean that the provider expected any potential user to accept them outright, as if ordering from a tariff.<sup>50</sup> AT&T similarly often lists standard rates and terms for its packet-based services in its service publications, but like the cable companies, in practice the service publications are often the starting point for negotiations.<sup>51</sup> For all of these reasons, reclassification will have no negative impact on customers.

Finally, reclassification will not adversely affect universal service. Section 254(d) of the Act gives the Commission the authority to require any "provider of interstate telecommunications . . . to contribute to the preservation and advancement of universal service if the public interest so

<sup>&</sup>lt;sup>47</sup> See id.

<sup>&</sup>lt;sup>48</sup> BDS Order ¶ 272.

<sup>&</sup>lt;sup>49</sup> *Id.*; see also id. ¶ 276 & n.686.

<sup>&</sup>lt;sup>50</sup> *Id.* ¶ 278.

<sup>&</sup>lt;sup>51</sup> See Daugherty Decl. ¶¶ 6-9.

requires."<sup>52</sup> The Commission has exercised that authority to require universal service contributions from certain types of private carriers.<sup>53</sup> In the *BDS Order*, when it declared the cable companies' services to be private carriage, the Commission noted that "the Commission's universal service rules require certain contributions from private carriers" and emphasized that "[n]othing in the Order modifies those universal service contribution rules."<sup>54</sup> The same would be true here and AT&T will continue to make universal service support contributions to the same extent that its private carrier competitors are contributing on their private carriage services.

#### CONCLUSION

For the foregoing reasons, the Commission should grant the application.

Respectfully submitted,

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October 21, 2019

<sup>&</sup>lt;sup>52</sup> 47 U.S.C. § 254(d).

<sup>&</sup>lt;sup>53</sup> See, e.g., Further Notice of Proposed Rulemaking, Universal Service Contribution Methodology et al., 27 FCC Rcd 5357, ¶ 9 (2012) (explaining that in 1997, the Commission exercised its permissive authority under Section 254(d) of the Act to require private carriers to contribute to the Fund).

<sup>&</sup>lt;sup>54</sup> BDS Order ¶ 282 n.716 (responding to Public Knowledge argument that cable companies providing packet-based services should still be required to contribute to the universal service fund if they were declared to be private carriage).

### ATTACHMENT C

# DECLARATION OF JAMES DAUGHERTY IN SUPPORT OF APPLICATION

# Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of	)	
	)	
Section 63.71 Application of AT&T	)	WC Docket No.
Services, Inc. For Authority Pursuant to	)	
Section 214 of The Communications Act of	)	
1934, As Amended, to Discontinue The	)	
Provision of Certain Packet-Based And	)	
Wavelength Business Services as Common	)	
Carriage Services and to Instead Offer	)	
Those Services as Private Carriage Services	)	

DECLARATION OF JAMES DAUGHERTY IN SUPPORT OF APPLICATION

Dated: October 21, 2019

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## Before the FEDERAL COMMUNICATIONS COMMISSION Washington, D.C. 20554

In the Matter of	)	
Section 63.71 Application of AT&T	)	WC Docket No.
Services, Inc. For Authority Pursuant to	)	W & Bocket 110
Section 214 of The Communications Act of	)	
1934, As Amended, to Discontinue The	)	
Provision of Certain Packet-Based And	)	
Wavelength Business Services as Common	)	
Carriage Services and to Instead Offer	)	
Those Services as Private Carriage Services	)	

## DECLARATION OF JAMES DAUGHERTY IN SUPPORT OF APPLICATION

#### I. QUALIFICATIONS AND BACKGROUND

1. My name is James Daugherty. I am Assistant Vice President of Product Management for Ethernet, Wavelength and Private Line services. In this position, I manage, among other things: (1) service profit and loss, (2) service strategy and market assessment, (3) development of new features, (4) support of customer deals, and (5) service performance. I previously held product management positions at AT&T supporting IP VPN and Frame Relay/ATM services.

#### II. PURPOSE AND SUMMARY

2. In this declaration, I describe the services subject to AT&T's Application and why granting it will benefit competition and consumers. In short, the services subject to the Application are packet-based and wavelength services offered to sophisticated customers, including business, government, and educational entities. The marketplace for these services is intensely competitive and includes, among others, cable companies, CLECs, ILECs, resellers, and systems integrators.

Virtually every customer opportunity is contested, typically by multiple providers. However, AT&T's services are subject to different regulatory requirements than many of its competitors' services, which impedes AT&T's ability to respond effectively to competitive offers, thus harming competition and consumers.

3. Specifically, I understand that the Commission has formally acknowledged that many of the packet-based services offered by cable companies, one ILEC, and one CLEC are "private carriage" services.¹ By contrast, AT&T's packet-based and wavelength services have historically been considered "common carriage."² This regulatory asymmetry gives cable companies and other entities a significant and entirely arbitrary competitive advantage. Private carriage competitors are permitted to tailor their offerings to the individualized needs of each customer, and AT&T's private carriage competitors are increasingly competing in this way. AT&T, by contrast, is constrained in its ability to tailor its offers to the individualized needs of customers because AT&T's services are treated as common carrier services. Consequently, AT&T often cannot respond to its competitors' offers as aggressively as it would like because of its common carrier obligations. In addition, unlike its private carriage competitors, AT&T spends time and money evaluating the implications of common carriage requirements when assessing how best to respond to the tailored and individualized offerings of its private carriage competitors. For

<sup>&</sup>lt;sup>1</sup> See AT&T Statement in Support of Application, at 8-9 (citing Report and Order, Business Data Services in an Internet Protocol Environment, 32 FCC Rcd. 3459, ¶¶ 267-85 (2017) ("BDS Order"), remanded in part, Citizens Telecomms. Co. of Minn. v. FCC, 901 F.3d 991 (8th Cir. 2008), mandate stayed (Order, 8th Cir., November 9, 2018)).

<sup>&</sup>lt;sup>2</sup> I understand that the regulatory classification of the AT&T packet-based and wavelength services at issue here is not absolutely clear because these services have never been formally classified as "common carriage." However, I also understand that regulators and others have historically assumed that AT&T's packet-based and wavelength services are subject to "common carriage" regulation. AT&T has thus complied with the common carriage requirements for these services.

all of these reasons, granting private carriage status for the services included in the Application will enable AT&T to compete more effectively against its private carriage rivals.

4. The remainder of this declaration is organized as follows. In Section III, I describe the specific packet-based and wavelength services that AT&T is seeking to offer as private carriage, and I identify the corresponding services offered by a number of AT&T's competitors.<sup>3</sup> In Section IV, I describe the harms to AT&T, competition, and consumers caused by the current regulatory asymmetry, and why granting AT&T's application will address those harms.

#### III. THE SERVICES COVERED BY AT&T'S APPLICATION

5. AT&T's Application seeks to formally classify the following packet-based and wavelength business services as private carriage.

#### A. AT&T Dedicated Ethernet ("ADE")

6. ADE is used by business, government, and educational entities to connect two locations with dedicated fiber facilities. It is typically used by customers for local data transport. ADE supports both Ethernet and Optical Transport Network technologies and is available within AT&T's ILEC footprint and where AT&T has extended its own facilities outside its ILEC footprint.<sup>4</sup> It is available in bandwidths up to 100 Gbps. To order ADE, customers generally must contact an AT&T sales representative, or already have a previously negotiated "growth" contract in place for future circuits. Although AT&T publishes standard rates, terms, and conditions for

<sup>&</sup>lt;sup>3</sup> Although I understand that AT&T must technically apply to "discontinue" these services to reclassify them as private carriage, AT&T does not plan to actually "discontinue" any service. AT&T plans to continue offering these services and to honor all existing contracts.

<sup>&</sup>lt;sup>4</sup> When this service is offered using AT&T's ILEC facilities, the service is called AT&T Dedicated Ethernet (or "ADE") and is offered by the relevant AT&T ILEC affiliate. When this service is offered using AT&T's CLEC affiliate facilities, the service is called AT&T Dedicated Ethernet Service (TCAL) and is offered by CLEC subsidiaries of AT&T Corp. In this declaration, I collectively refer to these services as "ADE." AT&T's Application applies to all of these ADE services.

ADE in its service publications,<sup>5</sup> most customers negotiate individualized rates and terms that reflect their unique circumstances. AT&T's ADE service competes with a number of analogous services offered by other providers.<sup>6</sup>

#### B. Ethernet Private Line Service – Wide Area Network ("EPLS-WAN")

7. EPLS-WAN is a dedicated connection used by business, government, and educational entities to connect locations in different cities. It is typically used by customers for long distance data transport. It provides a dedicated connection from each customer location to an AT&T Point of Presence ("POP"), which is then connected via a long-distance connection to another AT&T POP. It is available in bandwidths up to 100 Gbps. To order service, customers generally must contact an AT&T sales representative. Although AT&T publishes standard rates, terms, and conditions in its Service Guide,<sup>7</sup> most customers negotiate individualized rates and terms. EPLS-WAN customers are typically larger business customers that require statewide or nationwide connectivity. AT&T's EPLS-WAN service competes with a number of analogous services offered by other providers.<sup>8</sup>

#### C. AT&T Ultravailable Network ("UVN")

8. UVN is a dedicated connection used by business, government, and educational entities. It is a fully managed Ethernet and optical transport network service and private network solution that provides high levels of availability, reliability, and security. It can provide highly reliable dedicated connections among customer sites, and between customer sites and AT&T

<sup>&</sup>lt;sup>5</sup> See Exhibit A, hereto (links to the online description of these services).

<sup>&</sup>lt;sup>6</sup> See Exhibit B, hereto (listing a sample of the products offered by AT&T's competitors that compete directly with AT&T's ADE service).

<sup>&</sup>lt;sup>7</sup> See Exhibit A, hereto (links to the online description of these services).

<sup>&</sup>lt;sup>8</sup> See Exhibit B, hereto (listing a sample of the products offered by AT&T's competitors that compete directly with AT&T's EPLS-WAN service).

POPs. It is available in bandwidths up to 100 Gbps. To order service customers generally must contact an AT&T sales representative and negotiate customized rates and terms. UVN customers are typically larger business customers that require AT&T's most reliable data networking connectivity. Customers include large banks and financial institutions, retailers, pharmaceutical companies, defense contractors, data center providers, and government agencies. AT&T's UVN service competes with a number of analogous services offered by other providers. 10

#### D. AT&T Switched Ethernet ("ASE")

9. ASE is a switched service used by business, government, and educational entities to connect two or more locations using Ethernet networking technology. ASE service connects each customer location to an Ethernet switch in an AT&T office, and AT&T's network manages the routing of traffic to and from the connected locations. ASE provides scalable duplex bandwidth up to 100 Gbps. ASE is provisioned over mostly fiber facilities and is available within AT&T's ILEC footprint and where AT&T has facilities outside of its ILEC footprint. AT&T offers ASE to wholesale and retail customers of all sizes. AT&T publishes standard rates, terms, and conditions for ASE service in service guides and guidebooks that are accessible on-line. 12

<sup>&</sup>lt;sup>9</sup> See Exhibit A, hereto (link to the online description of these services).

<sup>&</sup>lt;sup>10</sup> See Exhibit B, hereto (listing a sample of the products offered by AT&T's competitors that compete directly with AT&T's UVN service).

<sup>&</sup>lt;sup>11</sup> To be more precise, when this service is offered within AT&T's ILEC footprint the service is called AT&T Switched Ethernet (or "ASE") and is offered by the relevant AT&T ILEC affiliate. When this service is offered outside of AT&T's ILEC footprint using AT&T's CLEC affiliate facilities, the service is called AT&T Switched Ethernet Service (TCAL) and is offered by affiliates of AT&T Corp. In this declaration, I collectively refer to these services as "ASE." AT&T's Application applies to all of these ASE services. I note that AT&T recently introduced, as a private carriage offering, a new switched Ethernet service available outside of AT&T's ILEC footprint called AT&T Switched Ethernet Service Third-Party Access (3PA). Because this service was introduced as a private carriage service in the first instance, AT&T is not requesting discontinuance for that service.

<sup>&</sup>lt;sup>12</sup> See Exhibit A, hereto (links to the online description these services).

However, ASE customers almost always work with an AT&T sales team to enter into an individualized contract that often departs from the published rates, terms, and conditions. AT&T's ASE service competes with a number of analogous services offered by other providers.<sup>13</sup>

## IV. GRANTING THE APPLICATION WILL ENABLE AT&T TO COMPETE MORE EFFECTIVELY, BENEFITING COMPETITION AND CONSUMERS

- 10. Granting the Application will enable AT&T to respond more effectively to competitive offerings, which will further enhance competition for packet-based and wavelength business services.
- 11. AT&T offers all of the services subject to this Application in a highly competitive marketplace, where cable companies are among the fastest growing competitors. Virtually every customer opportunity is contested, typically by multiple facilities-based providers. The FCC recently stated that "competition" for packet-based services is "sufficient enough to discipline pricing." And Vertical Systems (an analyst firm that tracks competition among providers for Ethernet services) has found that "Ethernet pricing decline[ed] across all port speeds for the six service types tracked by Vertical (*i.e.*, EPL, EVPL, DIA, Access to VPN, Switched Metro VPLS)" and that in the first half of 2019, "three Cable MSOs... (Spectrum Enterprise, Comcast and Cox) had the highest port growth." 16
- 12. Notwithstanding this highly competitive marketplace, AT&T's services are subject to more regulation than those of many of its competitors. Although the Commission has not

<sup>&</sup>lt;sup>13</sup> See Exhibit B, hereto (listing a sample of the products offered by AT&T's competitors that compete directly with AT&T's ASE service).

<sup>&</sup>lt;sup>14</sup> BDS Order ¶ 83.

<sup>&</sup>lt;sup>15</sup> 2018 U.S. Carrier Ethernet Leaderboard, Vertical Systems (Feb. 2018), https://www.verticalsystems.com/2019/02/14/2018-us-ethernet-leaderboard.

<sup>&</sup>lt;sup>16</sup> Id. Mid-Year 2019 U.S. Carrier Ethernet Leaderboard, Vertical Systems (Sep. 2019), https://www.verticalsystems.com/2019/09/10/mid-2019-us-ethernet-leaderboard/.

formally designated AT&T's packet-based and wavelength services as either "private carriage" or "common carriage," I understand that the Commission has generally assumed that AT&T's packet-based and wavelength services are "common carriage," and that is how AT&T has treated them. By contrast, the Commission has formally acknowledged that the analogous services offered by larger cable companies and certain other competitors are "private carriage" services. This regulatory asymmetry allows AT&T's competitors to make offers to customers that AT&T cannot match.

- 13. Specifically, AT&T's private carriage competitors especially cable companies are increasingly targeting individual customers or specific groups of customers with offerings that are specifically tailored to their individualized needs. AT&T would like to meet or beat many of these competitive offers. However, because AT&T treats its packet-based and wavelength services as "common carriage," I understand that AT&T often lacks the regulatory flexibility to do so.
- 14. For example, cable companies have been successful in winning small business ASE customers from AT&T by offering promotions that are tailored to each customer's (or group of customers') individualized needs. AT&T would like to respond to these competitive offers. However, as a "common carrier" of these services, AT&T is constrained in its ability to make similarly tailored offers. Thus, although AT&T often could meet or beat its rivals' offers for packet-based and wavelength services, its common carrier obligations often prevent it from doing so.

<sup>&</sup>lt;sup>17</sup> See, e.g., BDS Order, ¶¶ 267-285 (formally classifying packet-based business services offered by cable companies and certain ILECs and CLECs as private carriage services).

- 15. The issue is not limited to pricing. For example, AT&T recently competed against a cable company for a contract to provide a 105-site Ethernet network to a healthcare provider with clinics in rural areas. From experience, the customer knew that approximately five of their clinics would close down each year. The customer requested, therefore, that it be permitted to cancel up to five sites per year without incurring termination penalties. Because of the large number of sites, AT&T's business case supported giving these favorable terms. However, there were substantial questions as to whether this offer was permissible under the common carriage requirements. AT&T therefore chose not to make this individually tailored offer. By contrast, AT&T's cable competitor, which was not subject to the same common carrier requirements, was able to offer this large customer the requested individualized terms and won the customer.
- 16. As these examples illustrate, the artificial and arbitrary differences in the regulatory classifications for AT&T's packet-based and wavelength services and its competitors' analogous services can limit AT&T's ability to respond to competitive offerings, causing AT&T to lose customers and reducing AT&T's competitive impact in the marketplace.
- 17. It is also important to note that AT&T, as a common carrier, incurs additional burdens that are not borne by its private carriage competitors. When AT&T considers its response to a competitor's individualized offer, AT&T must expend substantial time and resources evaluating the extent to which its response must be curtailed due to its common carriage obligations. This additional cost places AT&T at a further disadvantage relative to its private carriage competitors, and this additional time makes AT&T a less nimble competitor.

#### V. CONCLUSION

18. For all of the reasons set forth above, granting AT&T's Application will benefit competition and consumers.

#### **VERIFICATION**

I hereby swear under penalty of perjury that, based on the best information available to me, the foregoing is true and correct.

/s/ James Daugherty
James Daugherty

Dated: October 21, 2019

## **EXHIBIT A**

#### DESCRIPTIONS OF PACKET-BASED AND WAVELENGTH SERVICES SUBJECT TO APPLICATION

Service	AT&T Entity Providing	Service Publication Link
AT&T Switched	AT&T ILEC Affiliates	http://cpr.att.com/pdf/commonEthServGuide.html
Ethernet (ASE)	AT&T CLEC Affiliates	http://serviceguidenew.att.com/sg_flashPlayerPage/ASE
AT&T Dedicated	AT&T ILEC Affiliates	http://cpr.att.com/pdf/is/index.html
Ethernet (ADE)	AT&T CLEC Affiliates	http://serviceguidenew.att.com/sg_flashPlayerPage/ADE
Ethernet Private Line Service – Wide Area Network (EPLS-WAN)	AT&T Corp.	http://serviceguidenew.att.com/sg_flashPlayerPage/BWS
AT&T Ultravailable® Network (UVN)	AT&T Corp.	http://serviceguidenew.att.com/sg_flashPlayerPage/UVN

### **EXHIBIT B**

## SAMPLE OF PACKET-BASED AND WAVELENGTH SERVICES OFFERED BY OTHER PROVIDERS THAT COMPETE DIRECTLY AGAINST EACH OF THE AT&T SERVICES SUBJECT TO THE APPLICATION

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AT&T	Verizon	CenturyLink	Comcast	Cox	Charter	Windstream	xo	Level 3
ASE	Switched E- LAN, Switched E-Line	E-line, VPLS	Ethernet Network Svc., Metro Ethernet, EVPL	E-LAN (MP2MP), EVPL (Hub- Spoke)	EPLAN, VPL	Switched Ethernet	Ethernet Hub Service, Ethernet VPLS	E-line, VPLS
ADE	Dedicated E- line	Ethernet Private Line, Optical Wavelength Service	EPL	Dedicated EPL (ICB only)	Wavelength Services	Wave Service	Ethernet Private Line	Intercity and Metro EPL
EPLS- WAN	Dedicated E- line, Wavelength Services	Ethernet Private Line, Optical Wavelength Service	EPL	Dedicated EPL (ICB only)	Wavelength Services	Wave Service	Wavelength	Waves
UVN	Wavelength Services	Optical Wavelength Service	Not Applicable	Not Applicable	Wavelength Services	Wave Service	Wavelength	Waves